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CONTENTS

LABOR

Gosplan Deputy Chairman Bachurin on Improving Utilization of Labor Resources (A. Bachurin; PLANOVYE KHOZYAYSTVO, Jan 82)	1
Estonian Gosplan First Deputy Chairman on Labor Tasks, Prospects in Estonia (V. Paul'man; SOVETSKAYA ESTONIYA, 7 Jan 82)	14
Organizing the Distribution of Labor in Cities (I. Bartosh; PLANOVYE KHOZYAYSTVO, Dec 81)	17
Organizational Steps Toward Better Use of Labor Resources Reviewed (D. N. Karpukhin, L. M. Danilov; IZVESTIYA AKADEMII NAUK SSSR; SERIYA EKONOMICHESKAYA, Nov-Dec 81)	23

DEMOGRAPHY

Life in City and Countryside Compared (L. Voskresenskiy; SOVETSKAYA LITVA, 31 Jan 82)	38
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LABOR

GOSPLAN DEPUTY CHAIRMAN BACHURIN ON IMPROVING UTILIZATION OF LABOR RESOURCES

Moscow PLANOVOYE KHOZYAYSTVO in Russian No 1, Jan 82 pp 25-37

[Article by A. Bachurin, deputy chairman of Gosplan USSR: "Problems of Improving Utilization of Labor Resources"]

[Text] One of the fundamental tasks of the 11th Five-Year Plan is improvement in the use of labor resources. Its importance is determined by the economy's shift to a primarily intensive path of development and a significant change in the demographic situation. In a number of the country's regions, due to a shrinking growth of youth of working age, a manpower shortage is felt and staffing of new and modernized enterprises with cadres is becoming difficult. The necessity arises of carrying out additional measures of securing labor resources in the regions of Siberia and the Far East. At the same time, for example, problems exist in the republics of Central Asia and Azerbaijan of providing full employment of constantly growing labor resources. Under the existing conditions both in the preparation of five-year and annual plans and in the course of their fulfillment, greater attention must be given to the social and economic aspects of labor and the creation of technical production, organizational and economic prerequisites for improving the use of labor resources in all regions of the country.

In accordance with the decisions of the 26th CPSU Congress, planning organs, ministries and departments during the current five-year period must concentrate their efforts on raising the instructional level for socially useful labor at secondary schools; development and improvement of training of qualified cadres in the system of vocational and technical education; enhancement of the role of labor collectives in improving labor organization and inculcating in every worker a truly socialist attitude toward labor and public property; all-out development and strengthening the attitudes of collectivism and comradely mutual aid in the labor process on the basis of wide-scale introduction of brigades; improvement of the wage system with the establishment of direct dependence of the growth of income on raising the productivity and quality of labor.

For the accomplishment of these tasks, the state is increasing outlays on the development of secondary and higher education. In the course of five years, 10.5 million specialists have been trained in VUZ's and tekhnikums. Graduation of workers from vocational and technical schools during this period will reach 13 million, including a 1.6-fold increase in the number of qualified workers with secondary education. Labor safety and public education will receive further development. Construction will be expanded of preschool institutions, and the number of places in them in town and country will increase 2.9 million.

A special role in the social program is given to measures aimed at the improvement of housing and cultural and living conditions of workers in town and country. During the 11th Five-Year Plan 530 million square meters of new housing will be opened, which will create favorable conditions for improving the use of labor resources. At the same time, there is planned leading growth of housing and cultural-consumer construction in rural localities for the purpose of securing labor resources on kolkhozes and sovkhozes.

L.I. Brezhnev pointed out at the 26th CPSU Congress that "Soviet society is a society of laboring people. The party and the state apply much effort to make a person's labor not only more productive but also substantive, interesting and creative."¹

Guided by the decisions of the 26th CPSU Congress, the decree of the CPSU Central Committee and the USSR Council of Ministers of 12 July 1979 and the directives of L.I. Brezhnev, Gosplan USSR and planning organs devoted much more attention in developing drafts of the five-year plan for 1981-1985 and the 1982 plan to problems of labor and its productivity than in prior years. The level of elaboration of balances of labor resources in Gosplan USSR and in gosplans of union republics was raised. New indicators are being introduced, contributing to improved planning of labor productivity and the number of workers and employees as well as wage funds. Measures are also being systematically implemented to secure labor resources in a number of sectors, especially those with difficult labor conditions. At the same time, account is taken of growth of the reciprocal tie between social and technical production factors of social development. On the one hand, the role of scientific-technical progress and growth of labor productivity is being expanded in growth of national income and formation of resources needed for the solution of social tasks, including the expansion of housing and cultural-consumer construction, raising the amount of pay, developing the service sphere and so on. On the other hand, there is being increased the influence of social measures on improving the use of manpower and its assignment and raising efficiency and quality of labor.

This is most graphically demonstrated in the solution of problems of strengthening labor resources. In a number of sectors, cadre turnover achieves high proportions, which has a negative effect on plan fulfillment. Analysis of the cause of turnover shows that significant importance is played in overcoming it by such measures which provide for the correct choice of a vocation by young workers, improvement of labor and production organization, raising of the level of educational work and social and consumer services of workers, improvement of working conditions and housing and cultural and everyday conditions. Thus leading enterprises of Moscow, Leningrad and other cities obtain good results in securing cadres through implementation of the indicated measures.

Under today's conditions, the problem exceeds the bounds of individual industrial enterprises, kolkhozes, sovkhozes and construction organizations and is of national economic importance. Its solution requires improvement of the structure of production and capital investment, correct allocation of productive forces for the regions of the country, more efficient distribution of labor resources between the production and the nonproduction spheres and sectors of the national economy and increased output of mechanization and automation equipment for production processes. Acceleration of scientific technical progress and implementation of organizational and

1. "Materialy XXVI s"yezda KPSS" [Materials of the 26th CPSU Congress]. Moscow, Politizdat, 1981, p 57.

economic measures promoting economy of labor outlays and increasing its productivity play a primary role in improvement of utilization of labor resources.

Sectorial and Regional Problems of Labor Planning

One of the big problems of labor organization in the '80s is connected with the correct distribution of labor resources between the production and nonproduction spheres and individual sectors of the national economy and industry. Thus newly operational and existing enterprises of a number of sectors of heavy industry (coal, metallurgical, chemical and several others) are experiencing major difficulties in assignment of manpower. A reduction in the number of workers is taking place at enterprises of the textile and other sectors of light industry, which has a negative effect on increasing production of consumer goods. At the same time, the number of workers in the nonproduction sphere has been increasing in recent years at a rate exceeding the growth of the national income. Taking this tendency into account, the government adopted a decision on limiting unjustifiable growth of the number of workers in the nonproduction sphere.

The problem consists further of providing in each sector of material production efficient and economical utilization of manpower and not permitting an excessive number of workers. This requires better planning of needs, sources of manpower, forms of training and a procedure of providing the enterprises of each sector with labor resources. These functions are assigned to appropriate ministries and departments. The labor plan is becoming an increasingly important part of the sectorial plan of development of production. The statute on sectorial ministries points out as chief functions: introduction of scientific organization of labor and management, provision of enterprises with qualified cadres and creation of conditions for the best use of workers' knowledge and experience. Ministries are charged with improving scientific organization of labor (NOT) in sectors and supervision of the work relating to its introduction at enterprises. But they conduct this work systematically far from always and fail to take into consideration the circumstance that NOT is a developing system, requiring constant improvement of the forms and methods of work and the use of advanced experience, including foreign experience.

During his time, V.I. Lenin indicated the need of utilizing the useful elements of the Taylor system. The party and the government, guided by Lenin's ideas, even in the years of restoration of the national economy, achieved significant successes in the field of improvement of labor organization. But in subsequent years, ministries, departments and scientific organizations were weak in studying and frequently slow in introducing advanced Soviet and foreign experience. At the same time, according to calculations of the State Committee for Labor and Social Problems, it will be possible solely through measures relating to scientific organization of labor to reduce during the 11th Five-Year Plan the need for manpower in industry, construction, agriculture, transport and communications, consumer services and municipal services roughly by 3.7-4.0 million persons.

Certain ministries fail to realize such a function as the introduction of progressive norms of output at enterprises and a periodic review of them on the basis of the achievements of technical progress. According to date of the USSR Central Statistical Administration, norms of output (time) at a large number of enterprises were not revised for a long time; for many products they are frequently reduced to increase earnings. Thus in 1980, the norms remained practically unchanged at

enterprises of the Ministry of Petroleum Industry, the Ministry of Petroleum Refining and Petrochemical Industry, the Ministry of Power and Electrification and the Ministry of Food Industry, although the prerequisites for their revision were established (new equipment was introduced, measures were implemented for improving labor and production organization). But they were not utilized for stimulating growth of labor productivity and the target for this indicator was unfulfilled.

During the 11th Five-Year Plan, measures for economic stimulation of growth of labor productivity and reduction of number of workers stem from the use of technically validated norms of labor and advancing rise of labor productivity compared to wages. It is only possible on this basis to use the long-term wage norm per ruble of product and to increase the dependence of each worker's amount of pay on higher efficiency and improved final results of the work. In this case, the effectiveness of payments for holding two jobs and high vocational skill increases. The mentioned decree provides for payment to workers of a one-time monetary reward for economies resulting from revision of labor norms and introduction of technically valid norms. Moreover, with the use of progressive, technically valid norms in a number of sectors of industry, pay may be introduced, increased to 20 percent, which increases its importance in the effective use of manpower.

The experience of the GDR in stimulating revision of output norms deserves to be noted. For example, at the electric-motor plant in Wernigerode and at a number of other enterprises a regressive bonus scale is used for overfulfillment of output norms. The idea is that as norm overfulfillment is increased, bonus size is reduced: if a brigade or collective of workers overfulfills norms to 105 percent, they receive a bonus of 4 marks for each hour saved and where norm overfulfillment amounts to more than 105 percent, the bonus is reduced to 3 marks. Furthermore, norms are frequently revised on the initiative of the workers. In our view, such an approach could be used in certain sectors of industry and the State Committee for Labor and Social Problems ought to manifest initiative in regard to this question.

The revision of norms should be prepared with organizational and technical measures, that is to say that more preparatory work is needed. But it is fully justified by the subsequent improvement of the qualitative indicators of operational activity. Conservatism in this matter weakens the effectiveness of the plan and economic labor stimuli.

Under conditions of limited growth of labor resources, the importance of the problem of correct determination of manpower needs by ministries and enterprises is increased. It is necessary to fight decisively against cases of an increase of this need and the maintenance of an excessive number of workers and employees. This requires the necessary accounting of work places. Sectorial scientific-research institutes under the guidance of the State Committee for Labor and Social Problems work out model plans of organization of work places, providing for conditions of labor organization and efficient fulfillment of work procedures as well as mechanization of labor. Targets for the introduction of such plans are approved in the plans of ministries by Gosplan USSR and the State Committee for Labor and Social Relations. By the end of 1980, the number of work places in industry organized according to model plans comprised more than 9 million, including 7.8 million workers.

According to data of the USSR Central Statistical Administration, as a result of the introduction of model plans of organization of work places, a saving of 35,000 workers took place and as a result of improving servicing of work places--23,000. The plan for 1981-1985 provides for the introduction of such plans for 2,942,000 workers of mass vocations and for 791,000 engineering and technical personnel and employees, which will make it possible to economize the labor of approximately 170,000 people. Of special significance is the reduction of low-production work places where manual labor is employed. Work is being done along this line by the ministries of agricultural machine building, automotive industry, radio industry and several others. During 1981-1985, it is planned to release 1.2 million persons from manual work in industry.

But up to now, the total number of work places for ministries and enterprises was not taken into consideration by the USSR Central Statistical Administration, which made it difficult to determine manpower needs in working out balances of labor resources and establishing limits to the number of workers and employees. For establishing of planning and accounting of work places, it would seem advisable to introduce in the first stage the given indicator in the passport of production associations (enterprises).

An important task of ministries, associations and enterprises in the current five-year plan is to reduce losses and nonproductive expenditures of worktime. According to calculations that were conducted, they reach 15 and more percent of the shift fund of worker time. A significant factor in the elimination of such occurrences is strengthening of labor discipline. Its importance under present conditions, as pointed out by L.I. Brezhnev at the 26th CPSU Congress, is growing manifold.

Without a strengthening of labor discipline, it would be impossible to achieve the necessary organization and intensiveness in work or to steadily raise the quality of work and production output. At the same time, there are to be observed in industry, transport and especially capital construction numerous instances of violation of labor discipline; losses of worktime and idling at work have increased. They are frequently justified by deficiencies in planning and material-technical supply. They, of course, exist and they must be dealt with. These defects, however, frequently occur because of violation of plan discipline and delivery discipline and nonadherence to contracts. One of the reasons for difficulties in material and technical supply is connected with breakdowns in technological discipline (for example, in metallurgy or chemical industry), with weakening of organization and with lax adherence of work regime in a number of sectors of the economy. This means that the matter to a large extent depends on improvement of organization and management. Without this, major achievements in intensification of production would be impossible.

At the same time, a number of specific questions of strengthening of labor discipline depend on the inculcation of a genuine socialist attitude toward labor, the introduction of progressive methods of organization and remuneration of labor, observance of labor legislation and increased responsibility for the entrusted task. At the same time, major significance will be had by improvement of the brigade form of labor organization and the introduction into all sectors of material production of the principle of remuneration of labor according to its end result--in direct dependence on the quantity and quality of produced products.

In the '80s, the importance of regional problems of planning and management of labor resources is growing inasmuch as the situation in regard to labor resources varies in different regions of the country. It is necessary to direct a considerable number of workers and employees from other regions of the country as before to the regions of Siberia and the Far East, which are developing at a leading rate. But the solution of this problem has become markedly more complicated in connection with a reduction in the growth of labor resources in the European part of the USSR, which for the most part were used in making up the shortage of worker cadres in Eastern and Western Siberia, the Far East as well as a number of regions of Kazakhstan. Today it is necessary to hold back from the construction and expansion of labor-intensive production operations in these regions. Among them, the development of enterprises of the fuel and power complex and energy-intensive production facilities is proceeding further. Increased production of agricultural products can be achieved through the means of intensive factors and also through the creation of subsidiary farms attached to industrial or transport enterprises.

Additions to the labor resources of Siberia and the Far East from the European regions are only possible under the condition of release of a part of the workers in production and nonproduction spheres, which requires a new approach to the development of productive forces and their allocation in the European part of the USSR. Here in connection with the limitedness of labor and fuel-power resources, construction is being curtailed of new enterprises, especially large ones. The main attention is devoted to the development and reequipment of existing enterprises.

One of the regional problems is connected with limitation of the continuing excessive growth of the population of large cities to the detriment of development of small cities and rural districts. Whereas in the beginning of 1959 there were 148 cities with a population of more than 100,000 inhabitants, by the beginning of 1980 their number had grown to 272; for cities with a population of more than 200,000, the figures respectively were 70 and 141, those of more than 200,000--23 and 49, and those with a population of more than 1 million--3 and 20. The large concentration of the population in large cities (especially in the European part) has led to the resettlement of a significant number of inhabitants from rural areas and small cities in them and created a shortage of labor resources. Moreover, a large portion of the youth continues to be concentrated in large cities. Under such conditions, the retaining of labor resources in rural localities would require an acceleration of the creation of a present-day social infrastructure and at the same time, as a rule, stopping of construction of new and expansion of existing enterprises in the large cities.

This does not mean that the industry of large cities will not develop further. Production associations (enterprises) located in large cities can increase production output through the opening of new branches (small specialized enterprises) in small cities and rural districts, which is important both for growth of industry and for the solution of social and economic problems of the village.

The economy of rural districts cannot be developed successfully without an intelligent combination, in particular regional drawing closer of agricultural production with industry. If it is done on an economically warranted scale, new possibilities are opened up on the basis of existing labor and natural resources for the rational and effective use of the latter. Naturally, regions presently experiencing an acute shortage of labor resources require speeded-up construction of new

houses, roads, facilities of a cultural-consumer character and the like for ensuring the required growth of the able-bodied population. But here it is also advisable to gradually build small enterprises for processing of agricultural raw materials and for production of construction materials and goods of household use and consumer designation. Small industry is required in the village for the fuller and more effective use of labor resources in time free from agricultural work, the judicious combination of agricultural with industrial labor and the securing of young worker cadres. This is attested to by the experience of Leningrad enterprises, which are ably organizing branches in small cities and in rural districts of the oblast.

Extremely favorable prospects exist in Central Asia for the development of small industrial enterprises, where there is a significant increase of young people of working age. Of course, it is essential to take into account specific problems and national traditions. Large enterprises here, as shown by practice, develop slowly and frequently are not fully provided with manpower. The ministries building them do not sufficiently occupy themselves with the training of local cadres. Work is also poorly conducted along this line in secondary schools, which fail to provide their students with an adequate knowledge of the fundamentals of production in the most important sectors of the national economy. The construction of vocational and technical schools is proceeding slowly in Central Asia, and funds allocated for this purpose are utilized worse than in the other republics.

Taking into account the indicated circumstances and available experience, it would appear to be advisable to build primarily small enterprises in Uzbek SSR, Tajik SSR, Turkmen SSR, Kirghiz SSR as well as Azerbaijan SSR and in the southern part of Kazakhstan (so that capital investment and new capacities would be utilized more quickly). And first of all it is necessary to utilize more fully their capacities for increased processing of agricultural raw materials. But labor-intensive production operations should be also developed in other sectors, and branches of production associations (enterprises) of machine-building, radio-equipment and electronic industry and other sectors should be organized on a broader scale. Thus, increased production is of major importance for construction materials, which are extremely needed for industrial and agricultural construction as well as for increasing individual house construction due to the significant growth of the population's monetary income. Sizes of enterprises will gradually be expanded with training of cadres and accumulation of experience.

The size of new enterprises cannot only be based on capital intensiveness of newly operational production capacities. If capital intensiveness only be taken into account, the construction of gigantic plants is frequently found to be preferable, but actually a plant of this kind requires big outlays, including capital investment. As a rule, it takes a long time to build and goes into operation more slowly than medium-size and small specialized enterprises.

Of course, the construction of small enterprises must be intelligently combined with the erection of medium-size and large ones (petroleum-refining or chemical plants). At the same time more account should be taken in all cases as to the availability of trained cadres and the possibilities for producing products of good quality, economy of raw materials and fuel-power resources, reduction of transport hauls and the size of capital investment for development of the infrastructure. This is why the initiative of Uzbek SSR for wide-scale construction of

small enterprises for a number of sectors of industry in rural districts and small cities of the republic is both interesting and instructive. In our view, it should be supported and developed by ministries and departments.

Improvement of Training of Worker Cadres

Practical experience shows that cadre turnover and losses of worktime are low at well operating enterprises where much attention is devoted to the training and securing of workers. Statistics on cadre turnover show that young people with secondary school education most leave construction projects, industrial enterprises, sovkhozes and kolkhozes because of unsuccessful selection of a vocation, unsatisfactory character of production or for other reasons. This is mostly due to the fact that secondary schools prepare students still inadequately for socially useful labor and essentially continue to orient them practically to obtaining a higher education with separation from production. At the same time, the national economy increasingly needs qualified workers with a secondary education: machine-tool operators, fitters, electricians, metallurgists, turners, installation workers, tractor operators and so on. Specialists with a higher education, of course, are needed, but within the limits of the country's real need for them.

In past years, a certain system of labor training and vocational orientation of pupils was established in general educational schools. Special labor-training lessons are conducted in school workshops, educational combines, educational shops and sectors, at enterprises and interschool educational-production combines. In the years of the 10th Five-Year Plan, the number of educational workshops for metalworking grew from 27,941 to 32,523, for woodworking--from 30,607 to 34,876 and of mechanization of agriculture classrooms--from 10,397 to 17,871. The number of interschool educational combines grew by 1,763 units. For students of 7th-9th-year classes, educational-production practice is organized, student production brigades are established and so forth. The level of labor training in many schools is still low. Frequently, secondary schools do not have the necessary teaching material base and enterprises fail to provide them with necessary cooperation in this regard. Practice shows that even with good organization of labor training the time allotted for this is inadequate. Organs of public education and enterprises are searching for new and more effective forms and methods of teaching socially useful labor.

In this regard, major interest is presented by the experience of Arykbal'skaya Secondary School in Kokchetavskaya Oblast. Teaching of agricultural labor has assumed the chief direction here. The school's base enterprise is Arykbal'skiy Sovkhoz, with whose help a teaching-production complex was created with classrooms for study of the tractor, combine and animal husbandry and workshops for the repair of agricultural equipment. For pupils of the 1st-3rd-year classes, a manual-labor class room was formed where the children familiarize themselves with the different kinds of labor activity of workers, including parents. Meetings are organized with pacemakers of production and so are excursions to production facilities. In 4th-8th-year classes work has been organized for the vocational orientation of the pupils; specialists of enterprises and pacemakers of production are invited to the lessons. Senior-class pupils, in addition to lessons on labor, attend optional studies conducted by sovkhoz specialists. In the system of labor training, a prominent place is given to immediately useful labor. The pupils make things for use in agricultural work and take an active part in planting trees and shrubs in the village. The school pupils' brigade started its activity with vegetable growing.

At the present time, the pupils are learning the trade of tractor and combine operator. The mechanized detachment works on its own section of land and tries together with the adults to raise the productivity of each hectare. Since 1973, it has been a complex brigade. Aside from field work, it is engaged also in animal husbandry and construction. In the summertime, pupils from other classes are also drawn to work in the pupils' brigade together with the students of the 3th-10th-year classes. In 1981, the brigade and camp of labor and rest were assigned 936 hectares of plowland. Young builders are participating in the construction of dwellings, vegetable growers are raising cabbage, tomatoes, cucumbers and other vegetables, the gardeners look after and cultivate the orchard and berry patch on an area of 23 hectares, the forestry workers are growing saplings on an area of 6 hectares, while the animal-husbandry workers have undertaken in 1981 to rear 524 calves and to achieve an average daily weight gain of 640 grams per head.

The experience of Arykbay'skaya Secondary School shows that with proper arrangement of the work it is possible to raise the quality of labor and moral training, to create of the pupils active fighters for highly efficient productive labor in agriculture on the basis of active inculcation in them of love for the land and agricultural labor and direct participation in production output and introduction of progressive technology. As a result, a reliable foundation is being created for securing youth to the farm.

In conformity with the decisions of the 25th and 26th CPSU congresses, measures implemented for the development of labor training in secondary schools were dictated by living needs and transfer of the economy to an intensive path of development. At the 26th CPSU Congress, L.I. Brezhnev said: "The main thing today is to raise the quality of instruction, labor and moral inculcation in the schools, to eliminate formalism in evaluation of the results of work of teachers and pupils, to strengthen in fact the tie between education and life, to improve the preparation of school children for socially useful labor."²

The party and the government show much concern for the development and improvement of the system of vocational and technical education--the most important source of providing the national economy with qualified cadres of workers. During the 11th Five-Year Plan in general the graduation of students from 8th and 10th(11th)-year classes of secondary school expands the relative share of persons sent to secondary vocational and technical schools and technical schools. Thus, while during the last five-year period, of those completing 10th(11th)-year classes of school, 18.8 percent entered technical schools and 11.7 percent entered secondary specialized educational institutions, for the 11th Five-Year Plan the figures respectively are 34.1 and 14.2 percent.

A number of ministries (Ministry of Electronics Industry, Ministry of Construction of Heavy Industry Enterprises, Ministry of Light Industry, Ministry of Ferrous Metallurgy) are devoting much attention to this question and are achieving good results. The Ministry of Electronics Industry, for example, developed for the 11th Five-Year Plan measures for improving the training of qualified workers and does

2. "Materialy XXVI s"yezda KPSS", p 60.

much to strengthen the material and technical base of vocational and technical schools. The Ministry of Construction of Heavy Industry Enterprises opened during the years of the 10th Five-Year Plan vocational and technical schools with more than 16,000 places. As a result there are 216 schools operating for this industry (with almost 116,000 pupils). Many construction organizations of this ministry are basically satisfying their need for worker cadres through vocational and technical schools. The positive experience of the joint work of Vocational and Technical School No 17 in Apatity, Murmanskaya Oblast and Apatitstroy Trust in the training of qualified construction workers is well known.

But on the whole, training of workers in construction is proceeding unsatisfactorily. Vocational and technical schools of the construction type do not provide a complete selection of youth; new vocational and technical schools are slow in being built. Construction trusts are not establishing the necessary contacts with secondary schools and provide poor aid to them in vocational and technical orientation relative to construction specialties.

On this plane, the work experience of Kuzbas builders with students of secondary schools and vocational and technical schools is revealing. Orientation toward the construction trades was started here and has its own traditions. Beginning with the '50s, senior-class students have been directly taking part in construction. Thus, even in the '60s, tens of thousands of graduates of secondary schools obtained qualified ratings in many construction specialties. Interschool educational production combines have undergone much development. Special rooms have been created for vocational orientation. For example, during the 1980/81 school year, 90 percent of the senior-class students obtained labor training at 24 educational production combines in 58 work vocations. Twenty-three of the combines conduct training of workers for the construction trades. Construction trusts set up educational classes and shops for theoretical studies and practical work; Komsomol-youth brigades are formed of evening students and they are provided with assistance. All this helps raise the quality of labor and moral inculcation in the schools, strengthening of the tie between education and life and broad involvement of students in socially useful labor in the sphere of material production.

The Kuzbas experience is being adopted slowly. Some heads of construction organizations and ministries frequently point to difficulties in securing qualified builders; they have become habituated to turning to Gosplan or local organs for help without putting out the necessary efforts for the training of necessary vocations on the basis of secondary schools and vocational and technical schools. Even the Ministry of Power and Electrification, possessing a large construction base, put into operation during the years of the 10th Five-Year Plan vocational and technical schools with only 11,900 pupil places, while the plan specified 22,000. A number of schools are being built intolerably slowly despite the growing demand for a labor force. Cases exist of the use of buildings of vocational and technical schools for other use. The state of affairs is not much better at the Ministry of Gas Industry, where for the years of the 10th Five-Year Plan, the plan for the start-up of new vocational and technical schools had been completed only 30 percent. Party and soviet organs in the republics of Central Asia have also been giving insufficient attention to this problem despite the significant arrival of young people of working age. Necessary attention is also demanded by the question of use of a portion of the labor resources of these republics in other regions of the country experiencing a manpower shortage, especially in Siberia and the Far East.

Speeding Up Growth of Labor Productivity

During the 11th Five-Year Plan, acceleration is planned of the growth rate of labor productivity. Its average yearly rate in industry is scheduled to be 4.2 percent versus 3.2 percent in the 10th Five-Year Plan, in construction--2.8 versus 2.1 percent and in railroad transport--2 percent (0.1 percent in the 10th Five-Year Plan). This is the chief route for improvement of the use of labor resources.

But the noted targets should be considered as minimal. The balance of labor resources for the RSFSR, the UkrSSR, the BSSR and the Baltic republics is strained and its fulfillment requires considerable economies in labor outlays and fulfillment of the five-year plan at enterprises as a rule with a smaller number of workers.

The possibilities and prerequisites for this were created at prior stages and are undergoing development in the new five-year plan. First of all, we have in mind prerequisites for acceleration of technical progress -- the chief factor in boosting of labor productivity. Academic and sectorial science has grown up considerably. Scientific-production associations are accumulating progressive experience, and the efficiency of their work is rising. Scientific-technical subdivisions at production associations and at large enterprises are becoming stronger. New methods of planning and economic stimulation are being introduced for the purpose of boosting the efficiency of scientific research. The program-goal method is undergoing broad development, providing better coordination of scientific research and concentration of manpower and resources for the most important directions of scientific-technical progress. The introduction of the cost-accounting system of financing and stimulation of sectorial science is in process of completion. The realization of these and other measures undoubtedly provides a definite push to speeding up the introduction of progressive techniques and technology in sectors of the national economy. During the current five-year period it is planned to speed up 1.5-fold the renewal rate of new equipment basically through expansion of work on the reequipment of existing enterprises.

The solution of the problem of the function of leading ministries was given to the Ministry of Heavy and Transport Machine Building, the Ministry of Construction, Road and Municipal Machine Building, the Ministry of Electrical Equipment Industry and the Ministry of Automotive Industry. But despite the fact that the relative share of capital investment for this purpose is relatively low, the lead ministries failed to meet the targets and fulfilled them at a level significantly lower than the plans for construction of other enterprises. Thus the targets of the 10th Five-Year Plan for the production of large-capacity containers, metallurgical cranes, portal cranes and electrical loaders were only fulfilled 42-68 percent and even lower for some items.

Underestimation of mechanization of materials-handling, loading-unloading and warehousing work is impermissible with growing difficulties with manpower. During the present five-year plan, the solution of this question must be aided by the developed program of mechanization of the aforesaid work with outlining of concrete measures for acceleration of production of mechanization equipment and automation of production processes. Industrial ministries and enterprises have had targets set for them relative to curtailing the employment of manual labor. The list of occupations of workers whose work calls for urgent mechanization encompasses approximately 5 million persons. Gosplan USSR is studying the question of setting targets

for the subsequent years of the five-year plan for curtailment of manual labor in other sectors of the national economy. At the same time, all ministries, production associations and large enterprises have to develop programs for reducing the use of manual labor while taking into account the special features and possibilities of each sector. They, in addition to measures of a technical production character, have to provide also measures for the introduction of scientific labor organization, development of specialization and cooperation of production as well as other measures ensuring savings in labor outlays, especially in the case of heavy physical labor.

For the acceleration of the growth rate of labor productivity and efficient utilization of labor resources, the introduction and improvement of the brigade form of labor organization. The State Committee for Labor and Social Problems has approved the model statute and recommendations for the further development of the brigade form of organization and stimulation of labor in machine building. Provision has been made to prepare appropriate recommendations for other sectors as well so that in 1985 two-thirds of industrial workers are employed in brigades. At the same time it is planned to increase the relative share of brigades with payment for each individual job order according to final work results. As of now, only 22 percent of industrial workers work in such brigades. They are inadequately developed in the petroleum, petrochemical and light industry and in certain other sectors.

In capital construction, the brigade contract with lump wage payment is proving itself and is providing significant economic gains with able organization of work and material-technical support and is spreading to technological and construction production lines. During the five-year plan, the share of work performed with the brigade contract method is scheduled to reach no less than 55 percent (35 percent in 1980).

In agriculture, brigades and links with the job contract plus bonus payment system and time rate advancing have still not found sufficient application. This is a promising form of labor organization and remuneration and it should be widely introduced together with harvesting-transport complexes and other advanced forms of labor organization. Even in such a sector as flax growing, the development of which has quite a few special features and sometimes even unforeseen difficulties, the introduction of normless brigades perceptibly improves the operation. In the press there have been noted the good work results of Hero of Socialist Labor I. Chistyakov (Kolkhoz imeni Lenin in Molokovskiy Rayon of Kalininskaya Oblast). The brigade contract spurs one to approach creatively utilization of land, to circumspectly use fertilizers, seeds and equipment and to obtain big harvests. On the average, this link obtained 1,164 rubles of profit per hectare during the 10th Five-Year Plan. The main "secret" of success is a progressive system of organization and stimulation of labor.

The USSR Ministry of Agriculture should more quickly generalize the accumulated experience on the use of the brigade method employing the job contract plus bonus payment system and time rate advancing and develop and provide all farms with the necessary recommendations. The aforesaid progressive forms of labor organization and stimulation develop collectivist principles and comradely mutual aid in the work of sovkhoz and kolkhoz personnel and guide them to the attainment of the best final results with lower outlays per product unit. Such situations must not be allowed in which poorer operating farms issue to their workers pay that is the same

as that of well operating kolkhozes or sovkhozes. Such cases have a negative effect on labor productivity and agricultural productivity.

In industry and construction, there are also frequent cases where the growth rate of the average pay exceeds growth of labor productivity. In the course of a year, ministries frequently raise the question to the government of increasing the wage fund, motivating it by different kinds of difficulties and objective reasons. Cases have become more frequent where the plan for production and labor productivity is not fulfilled, but the wage fund is completely used up. This leads to a situation where a part of the wage fund fails to go for payment and stimulation of labor productivity but is used for the compensation of all kinds of overexpenditures and excessive payouts.

At the 26th CPSU Congress, L.I. Brezhnev emphasized: "The chief criterion of distribution under socialism can only be labor--its quantity and quality. Unfortunately, this does not always occur in practice. Any kind of wage leveling, cases in essence of wage payments for merely appearing at work rather than for real results, issuing of unearned bonuses--all this has an extremely harmful effect both on production indicators and on the psychology of people."³

During the 11th Five-Year Plan, it will be necessary to provide strict linkage between growth of pay and rise of its productivity. For this end, a transition is in progress to the planning of wage funds on a normative basis. The planning and stimulation of labor productivity will be done in many sectors on the basis of an objective indicator of change in labor intensiveness--normative net production. Forms of wages are being more widely introduced that result in an improvement in the end result of operational activity. A new statute is being prepared on the payment of bonuses, providing for increased stimulation of indicators of efficiency and quality of labor. All this will make it possible to provide for a fairer and more objective assessment of the labor contribution of each collective and to incentives of conscientious workers so that any worker could be certain that if he only worked more and better he would then be receiving more.

The social, technical production and organizational measures for the efficient utilization of labor resources must be at the center of attention of all party, soviet and operational organs. We refer to improvement in the utilization of society's basic productive forces, as fulfillment of the chief task of the 11th Five-Year Plan to a decisive degree depends on it. For the sake of this noble aim, everyone should work better on whom improvement of organization and discipline of labor and a rise of its productivity and quality depend.

3. "Materialy XXVI s"yezda KPSS", p 59.

LABOR

ESTONIAN GOSPLAN FIRST DEPUTY CHAIRMAN ON LABOR TASKS, PROSPECTS IN ESTONIA

Tallinn SOVETSKAYA ESTONIYA in Russian 7 Jan 82 p 2

[V. Paul'man, first deputy chairman of the Estonian SSR Gosplan and candidate of economic sciences: "The Special Purpose Program: Tasks, Prospects"]

[Text] Under the conditions of the Eighties, the saving of manpower is acquiring special importance. First, the opportunities for a growth in public production by using spare workers have practically disappeared in the country. Second, the natural growth of the able-bodied population during the 11th Five-Year Plan will decrease threefold in comparison with the previous plan. Consequently, steady economic progress is only possible by improving labor productivity.

Here it is necessary to point out that the immediate prospects force one in a sense to "improve ones method of work" when solving such a difficult task. It will even be necessary to decrease the number of those working, keeping in mind the necessity to man newly commissioned industrial installations with manpower. It is important to take into consideration the fact that whereas up until now a relative decrease has occurred in the numbers based on the growth of labor productivity, and absolute decrease in the number of workers employed at operating capacities (approximately one -two percent a year) is meant during the current five-year plan. In other words, a balance in labor resources can only be achieved in the republic by considerably improving labor productivity in the branches of material production and by effectively using labor resources in the non-production area.

It is also necessary to insure a very rapid growth in labor productivity with respect to wages. This will permit the effective demands of the population to be balanced with the volume of goods and personal services. In connection with this, let us remember that during the 10th Five-Year Plan the rates of growth in labor productivity in the republic's national economy basically outstripped the rates of growth in wages. However, this ratio was reversed in construction (the growth of wages outstripped the growth of labor productivity by a factor of two). This fact causes one to prick up his ears, it forces one to draw the following conclusion: When developing plans for improving labor productivity, ministries and departments must proceed from the fact that the saving of labor and the increase in the production volume of items based on this are a solid base for the growth of wage funds and, consequently, for the real incomes of the workers.

The basic directions for the economic and social development of the country, which were approved by the 26th CPSU Congress, provide for "the wider use of special purpose combined programs as organic components of the state long-range plans and for improving their validity and their direction toward final results and the solution of specific scientific, technical and social problems".

The main purpose of a composite program is the achievement of labor productivity growth rates during the 11th Five-Year Plan which would ensure an overall growth in the volume of industrial production and construction and assembly work in the republic as a whole based on this factor.

Carefully developed measures to improve the technical level of production and to incorporate a scientific organization of work are at the basis of a special purpose combined program. The policy is the mechanization of manual labor and a growth in productivity at already mechanized and automated processes by incorporating new technological processes and more productive machines and equipment.

One of the problems, which will be solved with the help of the combined program, is the decrease of manual labor in industry and other branches of the republic's national economy. Its goals are to optimize manual operations in the production sphere, to eliminate heavy physical work, and to improve working conditions and safety. Here, it is important to consider that negative moments have taken place in practice. For example, there was an increase in the proportion of workers engaged in manual labor. This occurred during the last five-year plan in the Pyarnuskiy "Prodmash" Plant, the "Il'marine" Plant, and the Tartuskiy "Vyyt" Agricultural Machine Plant. It is also necessary to pay special attention to decreasing the share of manual labor in construction organizations.

Furthermore, the development of a combined program provides for the solution of a number of important social questions; In particular, the elimination of heavy physical work by women, a decrease in the number of workers engaged in production with unfavorable working conditions, etc.

It is necessary to point out that a combined program will embrace all industrial enterprises as well as construction organizations. Therefore, it seems appropriate to pay attention to the key moments in the compilation of a combined program.

It is necessary to devote special attention to the implementation of measures to improve management, planning and control. This is the limiting of the number of workers and employees, the incorporation into practice of accounting and planning of standardized net production in industrial enterprises (commodity production -- in construction), the use of wage norms per ruble of standardized net production, etc.

In other words, we are talking about how to carry out in practice the demands, which were put forward by the CPSU Central Committee and the USSR Council of Ministers in the decree about improving the management mechanism. In particular, in order to increase the interest of troop collectives in the production associations' (enterprises') speed-up in the growth of labor productivity, this document grants the right to pay -- using savings in the wage fund obtained against the

prescribed norm or planned wage fund -- raises in the rates of tariff or pay for combining professions and carrying out the prescribed volume of work with a smaller number of workers, up to 50 percent of the tariff rates (pay rates); and to pay workers for the introduction of technically sound work norms and the timely review of them a one time compensation using the savings obtained as a result of these norms, etc.

The special purpose combined program for improving labor productivity must become an important instrument for the growth of efficiency in public production and for implementing the social policy of the CPSU. As a result of its implementation, the work of the industrial and construction workers in our republic must become significantly more productive and interesting.

8802

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LABOR

ORGANIZING THE DISTRIBUTION OF LABOR IN CITIES

Moscow PLANOVYE KHOZYAYSTVO in Russian No 12, Dec 81 pp 101-104

[Article by I. Bartosh, candidate of economic sciences: "Organized Redistribution of Labor Force in Cities"]

[Text] A reduction of the turnover of the labor force and its socio-economic consequences depends largely on planned provision of personnel for enterprises and construction sites. According to calculations of specialists, each year more than 20 million people change their place of work or sphere of employment, and the proportion of organized redistribution of labor resources is still insignificant. Because of this the enterprises and organizations are forced to provide their own personnel. Under the conditions of the changeover of the economy to the intensive path of development, this situation cannot be considered normal. Therefore in solving the problems of turnover of people employed in industry, in addition to improving socio-economic and production conditions for labor and life, it is also important, in our opinion, to create in each specific economic region and city a system of planned regulation of the movement of workers who have been released at their own request.

Expansion of purposive redistribution of labor resources and improvement of its forms--organized selection, resettlement and public enlistment--will make it possible to reduce losses of time during changes of jobs.

In recent years a certain amount of experience has been accumulated in this area. The bureau for labor placement and information for the population has become the organizational form for planned regulation of the movement of working personnel. Such bureaus were created for the first time in the Belorussian SSR in 1972. They are now functioning in 27 cities and industrial centers of the republic, where about 90 percent of the urban population and more than 80 percent of the industrial production personnel are concentrated. The bureaus work closely with almost all enterprises of the republic.

Concentrating information about free positions at enterprises and organizations of the city, the bureau informs the population about the need for workers and employees, and helps people to find more rapidly and with fewer troubles work which corresponds most to their specialty, educational level, skills, occupational experience, and also the needs of the national economy. With their help, favorable

possibilities are created for planned redistribution of the labor force. Here we have in mind not forcing the workers to go where they are most needed at a given time, but deeply studying their wishes and the actual possibilities of the enterprises, that is, an approach which makes it possible to best apply the capabilities and experience of the worker, taking into account the needs for labor force.

This way any citizen has complete freedom of choice, and even if he has been assigned to a job he can change his mind if it turns out that this job does not suit him.

The work of the labor placement bureaus improves each year; the number of citizens who go to them and find jobs with their help is increasing. Under the Ninth Five-Year Plan almost 500,000 people found jobs in an organized way in the Belorussian SSR. During the six subsequent years the number of people who have gone to the bureaus has increased by 32.8 percent and the number of people who have been placed in jobs this way has increased by 48.2 percent. The activity of the bureaus has begun to produce more results--the quality of the service they render to the population has improved. But still the number of citizens who take advantage of the services of the bureaus is relatively small. The proportion of labor placement in the republic's industry through organized forms amounts to about 25 percent. Nonetheless the new system is fully justifying itself and is having a positive effect on the stabilization of the collectives.

Fruitful cooperation has been established between the Minsk automotive plant and the Minsk bureau. The enterprise regularly sends requests for workers and specialists and the bureau strives to satisfy the needs of the plant for personnel. In 1980 more than 500 people were placed in jobs in Minsk this way, and labor turnover decreased some 10 percent (in 1979) to 8.4 percent. At the Minsk machine tool building association imeni Oktyabr'skaya Revolyutsiya, where the majority of workers were placed by the organized method, the turnover of the labor force decreased by 1.9 percent last year.

The interaction between the enterprises and the bureaus for labor placement and information for the population contributes to improving the distribution of the labor force. Before the 25th day of each month information comes in from the enterprises and construction sites concerning their need for workers in various specialties as well as brief descriptions of the jobs (labor conditions, wages, possibilities of satisfying housing and domestic needs, and so forth). On the basis of these data the bureau formulates information which is constantly being updated. Minsk has organized 27 information tables in the rayispolkoms, military commissariats and passport divisions. Last year alone 66 announcements were made on radio, 44 on television, 90 in the press and 86 on the illuminated bulletin boards. As a result of these and other measures, the transfers of workers from one enterprise to another have decreased and the level of stability of personnel has risen.

In Belorussia more than 80 percent of the workers who were questioned who had been placed in a job through the bureau thought the selection of the job was successful. And the job placement of personnel who are searching for work independently is 15-17 percent lower. Those who find jobs independently, when they change from one place of employment to another, in 56 cases out of 100 also changed their occupation; when they are placed in a job through the bureau such cases are only 26 out of 100.

The workers engage in public production rapidly and efficiently with the help of the bureaus. In Belorussia it takes an average of 10 days to find a job after coming to the bureaus, and in Polotsk, Rechitsa, Mozyr, Vitebsk and Borisov--from 3 to 6 days. Consequently, the amount of time the worker spends outside of production and outside the labor collective decreases to almost one-third. According to calculations of the workers of the bureau for labor placement in Minsk (and it works under contract with 469 enterprises and organizations), in 1980, as a result of a reduction of the time periods for labor placement, 93,800 man-days were saved in industry and construction in the Belorussian capital.

The concentration of information about the need for working personnel and sources of providing it in the bureaus makes it possible to develop and implement measures for improving the utilization of labor resources and more fully enlisting unemployed able-bodied population into public production. In the majority of the cities that have labor placement bureaus the staffing of the enterprises with workers has improved and there are fewer enterprises with above-plan numbers of workers. In a number of cases the bureaus also serve those who wish to change jobs; explanatory work is conducted with them. As a result, as a rule, about 10 percent of those who have come to the bureau find that their intention to leave was premature and decide to remain. Thus this is an important preventive measure for avoiding dismissals that have not been sufficiently considered. And if the reason for leaving the enterprise is a good one and the worker has not changed his intention to leave, the bureau keeps track of him and notifies him of the appearance of openings.

The activity of the labor placement bureau in the city opens up broad possibilities of analyzing the movement of personnel in the given city since an immense amount of material obtained during investigations from special questionnaires is concentrated in the bureau. By analyzing the responses of the citizens who are questioned it is possible to determine the occupations at enterprises and construction sites that are prestigious and not prestigious, for which there is a shortage of personnel and for which there is an excess. This creates conditions for long-range planning of the economic and social development of city and training for the necessary occupations in the system of vocational and technical education. Thus the information from a number of cities shows that the most popular occupations are brick laying, carpentry and lathe operation. There are serious difficulties in finding middle-level and junior medical personnel and workers for children's pre-school institutions, trade and public catering institutions, housing and municipal services and so forth.

But, as a rule, the materials available in the labor placement bureaus from research are not sufficiently applied for analysis and practical utilization. Unfortunately, the very system of organized labor placement has not yet become the leading way of providing the enterprises with working personnel. This situation is explained by the fact that the bureaus do not have the rights of organizations that distribute personnel, but only of those that contribute to their distribution among the enterprises. The enterprise can reject a candidate who is sent for an open position. Approximately one-third of the people sent by the bureau for work fail to conclude a labor contract. Selective research conducted in the Belorussian SSR concerning the causes of the failure to place people showed that in 44 percent of the cases this took place because of the fact that the citizens failed to appear at their new place of work because of illness or because of leaving the

city for other reasons; in 9 percent of the cases the enterprises rejected them because of absenteeism; in 34 percent of the cases there was an incorrect selection of vacancies, and so forth.

The effectiveness of the work of the bureaus is also reduced because of the fact that not all citizens are aware of the functioning of labor placement organizations in the cities. The results of a questionnaire of workers who were recently employed at enterprises show that every fifth one of them had no knowledge of the existence of the bureaus. Moreover, the bureaus sometimes send working personnel mainly to industrial enterprises and construction organizations. They play a considerably smaller role in providing engineering and technical personnel, employees and junior service personnel for enterprises. The weak ties between the bureaus and the non-production sphere are also in evidence. All this shows that there are significant reserves for increasing the effectiveness of the work of the bureaus. Their activity will be more fruitful if they take several additional measures, the necessity for which is dictated by practice.

In our opinion, further improvement of the work of the bureaus should proceed along the path of strengthening planning in the redistribution of labor resources (right down to complete control of it) and systematic provision of personnel for all enterprises and organizations. Practice convinces us that bureaus can successfully participate in the development and consideration of general plans for the development of cities and plans for the construction of new enterprises, and carry out organizational redistribution of workers as well as occupational orientation of schoolchildren and able-bodied youth who have completed secondary general educational schools. The effectiveness of this work would increase if the staff of the bureau workers were to include sociologists, psychologists and other specialists who, along with economists, lawyers and pedagogues, would carry out skilled analysis of the movement of the labor force and conduct occupational orientation and selection.

At the present time the labor placement bureau does not have close mutual ties with the system of vocational and technical schools, especially in the distribution of graduates. The bureau's participation in the distribution will make it possible to combine better the interests of the national economy, the branches and individual enterprises and organizations. The utilization of the bureau's information about the demand for workers of various specialties will help the vocational and technical schools to distribute graduates and organize the selection of students for training in one occupation or another. In turn, on the basis of the vocational and technical schools, the bureau will be able to organize various short-term courses for training personnel in critically necessary specialties.

The interrelations between the enterprises and the bureau are also in need of improvement, especially with respect to the enterprises' giving the bureau information about vacancies. Up to this point there is no unified unionwide normative document which clearly sets out the rights and responsibilities of the bureaus and the enterprises. The only legal basis that obliges the enterprises to submit information about vacant positions and acceptance for work are the agreements that are concluded between the enterprises and the bureaus. However, although the enterprises commit themselves to making prompt notification of vacancies that have

opened, this information is fragmentary and certain enterprises do not provide this information at all. Research conducted by the Belorussian SSR State Committee for Labor at 50 industrial enterprises and various construction sites showed that 37 enterprises notify the bureau of labor placement each month, 8--each quarter, 3--whenever necessary, and 2 of them make no notification at all. The information is frequently not only incomplete, but also outdated. Understandably, with this kind of practice one cannot compile a complete, unified description of the movement of the labor force, and this impedes planned regulation of the movement of personnel and also impedes the reduction of the economic damage by turnover.

It is apparently necessary to make it legally incumbent on the enterprises and organizations located in a city to submit complete and reliable information about openings to the bureau at certain times, say, by the beginning of each month. With exhaustive information about vacant positions in the city, the bureau will be able to distribute the unemployed labor force more efficiently and promptly staff enterprises and organizations with skilled workers. Planning agencies, ministries and departments will receive operational and diverse information about tendencies and patterns in the movement of personnel as well as changes in the vocation-skill and sex-age structure of the labor resources.

Knowledge of the laws of the reproduction of the labor force and the precise evaluation of the existing demographic situation in a given economic region will make it possible to rapidly eliminate mistakes and omissions in the plans for the socio-economic development of the enterprises and the city. Revealing disproportions between supply and demand for working hands in a number of occupations with a shortage of labor force will facilitate the adjustment of the plan for training personnel both directly in production and in the system of vocational and technical education.

It is also necessary to concentrate complete information about personnel in the bureaus in order to develop the so-called potential redistribution of the labor force. The bureaus now redistribute mainly workers who have been discharged. But with potential redistribution they will send a worker to a new job immediately after he has been dismissed from the enterprise. To do this, a worker desiring dismissal will submit an application to the labor placement bureau ahead of time requesting that a new job be found for him with particular conditions. If there is a vacancy, one month after the administration has been notified of the dismissal, the bureau offers the worker a new position; otherwise the position for him is selected in stages, and it is not necessary to leave the previous job ahead of time. This form of redistribution of labor personnel involves a certain expansion of the staffs of the bureaus, and therefore requires certain expenditures, which are recouped 100-fold.

Improvement of the system of financing and stimulation of their activity would also contribute to improving the work of the bureaus. The work of the labor placement bureaus is now based on the principle of self-payment from sums that come in from the enterprises and organizations in payment for the services of providing personnel.

The existing system of accounts suffers from certain shortcomings. In the first place, there are no possibilities of the bureau being used by those enterprises and

organizations that do not have special funds for this. In the second place, since the existing policy of financing is fairly complicated, with the expansion of the scope of the bureaus' activity, there is inevitably an increase in the volume of document turnover and in the number of accounting workers. In the third place, individual enterprises and organizations, because of inertia, are unwilling to conclude agreements and pay their money. All this impedes the development of the labor placement service.

In our opinion, it would be expedient to finance the activity of the bureaus from the state budget funds, as is the case, for example, in Czechoslovakia and Hungary. While retaining the existing system of financing, the bureau should form an autonomously financed monetary fund through deductions from the sums of money from the enterprises, according to the number of their workers. The amounts of this fund must be made directly dependent on the effectiveness of the fight against labor turnover, that is, on the reduction of the number of workers who are dismissed from enterprises after they have been sent to work through the bureau, and also the reduction of the time periods for labor placement. The bureaus' work for labor placement and providing information for the population must be evaluated according to the same principle, that is, it must stimulate the motivation of the workers for obtaining good final results of their labor. The overall amount of the deductions should be approved by the ispolkom of the soviet of peoples' deputies.

Much must also be done to improve the organization of the bureaus' workers. Practice shows that it is expedient for its inspectors to specialize, taking into account the occupations of the citizens that use the bureaus. This will provide for a fuller correspondence between the vacant job and the people who are sent to work, and the enterprises will not reject them as often.

In connection with the need to constantly improve the quality of services rendered to the population and enterprises, the demands for skilled personnel and material and technical support are increasing. It is necessary to improve the conditions for the activity of the bureaus' workers, to introduce the Trudoustroystvo automated control system more actively, and to give the bureau specially constructed facilities. The system for organized labor placement corresponds to the interests of the workers, the enterprises and the state, and therefore constant attention should be devoted to it.

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11772

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LABOR

ORGANIZATIONAL STEPS TOWARD BETTER USE OF LABOR RESOURCES REVIEWED

Moscow IZVESTIYA AKADEMII NAUK SSSR: SERIYA EKONOMICHESKAYA in Russian No 6, Nov-Dec 81 pp 91-103

[Article by D. N. Karpukhin and L. M. Danilov: "The Role of the Economic Mechanism in Raising the Efficiency of Use of Labor Resources"]

[Text] This article is devoted to the problem of efficient use of society's labor potential in its interrelationship with the process of refining the economic mechanism. The authors present a detailed analysis of the results of practical implementation of the principles of the decree, adopted on 12 July 1979, concerning refinement of the economic mechanism and aimed at saving labor force. They give an extensive evaluation of the normative method of planning wages, the economic experiment at the Shchokino Chemical Combine, the brigade form of labor payment, and others and show prospects for their use. The role of the economic mechanism in achieving balance between number of jobs and labor resources is reviewed.

Rational use of society's labor potential depends greatly on the economic mechanism, that is, on the system of economic management whose basic elements are planning, economic levers and stimuli, the organizational structure of the national economy, administrative methods of regulating economic life, and forms of participation by labor collectives in management of production.

New proportions of public employment had taken shape in the USSR by the late 1960's. Employment in the public sector reached a high level. According to the figures of the 1970 All-Union Census, 92.4 percent of the population in the working age bracket was engaged in the public sector or at school, whereas in 1959 the figure had been 82 percent. This rise in the level of employment resulted from significant changes in the sources from which the public sector drew its labor force. Whereas in the 1960's the bulk of the increase in number of workers at state enterprises at organizations was secured by attracting able-bodied persons from the home and from private plot farming (13.6 million persons in 1961-1970), by the start of the 1970's this source was practically exhausted for the country as a whole.

Under these conditions the crucial source of labor force became natural population growth. Whereas 29 percent of the need for labor force in 1961-1965 was met by young people entering the able-bodied age bracket, in 1966-1970 it was 50 percent, in 1971-1975 it was 88 percent, and in the 10th Five-Year Plan it was almost 100 percent.

In 1977, however, natural population growth in the able-bodied age bracket in our country began to decrease sharply. According to calculations, this growth will drop to 3.8 percent in 1981-1990 as compared to 18 percent in 1971-1980. This sharp decline results primarily from deformation of the demographic structure of the country's population caused by the war of 1941-1945. In the first place, since 1977 the generations of young people entering the able-bodied age bracket have gradually been decreasing in size. This phenomenon is related to the decline in the birth rate during the 1960's. For example, 5,341,000 children were born in the country in 1960; 4,758,000 in 1963; 4,242,000 in 1966; 4,087,000 in 1969. In the second place, during the 1980's a larger number of persons will leave the able-bodied age bracket than in the 1970's. According to rough calculations, about 13 million reach the age of 55 in 1971-1980, but in 1981-1990 more than 18 million will reach their 55th birthday. This tendency is seen even more vividly among men. In the 1960's more than 7 million men reached their 60th year of life, but in the 1980's about 14 million should attain this age.

Thus, new conditions for providing labor force for the public sector had taken shape in the country by the start of the 1980's. Whereas the number of persons employed in the public sector had formerly grown faster than growth rate of the able-bodied population, now growth in the number of employees in the public sector must be limited to natural growth of labor resources, some of which are still used to increase the number of persons in school and not holding jobs. At the same time, the scale of natural growth in labor resources is declining significantly so that, as observed at the 26th Congress of the CPSU, it is becoming one of the factors that complicates economic development [2, p 38].

The new forms of production and even new industrial sectors that are appearing as the result of scientific-technical progress, the process of economic development of new territories, and the shaping of new territorial industrial complexes inevitably give rise to additional demand for labor force. This demand can only be met if we develop the processes of freeing labor force at existing enterprises and retraining and redistributing it. The real foundation for development of these processes should be both the internal reserves of labor force that exist at operating enterprises and those reserves that are formed during the technical re-equipping of production and refinement of the organization of production, labor, and management.

The existence of these reserves is unanimously confirmed by special studies and economic practice, but opinions differ as to the scale of the reserves. For example, according to published figures concealed surpluses of labor force at enterprises reach 10-15 percent of the workers employed. At many machine building enterprises downtime during shifts leads to losses of 12-15 percent of the nominal work time resources.

Obviously, under socialism the national economy at different levels must have certain reserves of each resource necessary to insure normal functioning. The need for reserves results from the interests of preserving the balance of economic development and the interests of planning. Soviet economic literature has already begun to deal with the question of the reserve of production capacities and attempts have been made to determine the necessary quantity; but the problems of reserves of labor force have not even been resolved in principle yet in this aspect. We must study the possibility, allowability, and wisdom of creating, under socialism, reserves of such a specific resource as labor force. Additional areas of study are ways to insure planned formation and use of this reserve, socially acceptable and economically rational forms, and the like. Needless to say, we are not talking about any kind of unemployment or of maintaining internal reserves of labor force that are excess from the standpoint of the real needs of the particular economic unit and have to be mobilized.

Thus, under contemporary conditions solving the problem of providing labor force to the national economy can only be resolved on the basis of full identification of internal reserves of live labor and putting them into action. The economic mechanism of socialist society has the principal role in mobilization of these resources.

The decree of the CPSU Central Committee and USSR Council of Ministers of 12 July 1979 entitled "Improving Planning and Strengthening the Impact of the Economic Mechanism on Raising Production Efficiency and Work Quality" promotes a practical solution to this problem. It was observed at the 26th Congress of the CPSU that this decree envisions creating an appropriate economic situation and organizational and management relations. It was emphasized that we must work consistently to bring them to life and, at the same time, we must go further, resolving accumulated problems [2, p 51].

This decree formulated fundamental, long-range solutions and defined concrete forms of economic activity relative to the conditions of the 11th Five-Year Plan. Many important points in the decree were directed to solving the key problems of labor and to improving the mechanism of labor management.

The decree especially singled out the plan indicators for labor and social development: growth in labor productivity calculated by normative net profit or another indicator that reflects changes in labor expenditures more accurately in certain sectors; normative wages calculated per ruble of output produced; the ceiling on number of workers and employees; standards for formation of the fund for material incentive, social-cultural measures, and housing construction ; and, assignments to reduce the use of manual labor. The use of all these indicators should help solve socioeconomic problems in the field of labor and raise its efficiency.

In 1980 a ceiling on the number of workers and employees was introduced among the labor indicators.* As indicated above, it needed to be included among the

* The limits have been ratified for enterprises in Moscow and Leningrad since the start of the 10th Five-Year Plan.

indicators ratified because of steadily growing difficulties providing labor force for the national economy.

To insure normal production conditions the ceiling on number of workers and employees must match the enterprise's actual need for labor force. For this reason the degree of correspondence between actual number of workers and employees and the ceiling, the level of fulfillment of production plans, and the state of use of labor force at enterprises should be clarified. At most of the enterprises surveyed by the Scientific Research Institute of Labor of the USSR State Committee for Labor and Social Problems in 1980, the actual number of industrial production personnel was lower than the ceiling. At the same time enterprise correction plans were fulfilled and overfulfilled. There are two ways to explain this situation: the ceiling on labor force presently in effect does not create the necessary intensity in its use or, on the other hand, fulfillment of the production program is achieved by increased intensity.

At the same time, with the institution of the new indicator the number of ministries, enterprises, and associations which have workers and employees beyond the ceiling rose abruptly. In the first half of 1980 the number of ministries with more employed persons than envisioned by the plan increased almost four times compared to 1979. This was because before institution of the limits the planned number of workers and employees of certain sectors was the total planned number of workers and employees at the enterprises. But the enterprises, when planning number of workers and employees, tried to create more favorable conditions for fulfillment of the production program. With the institution of ceilings it became necessary for the ministries to organize more precise work to identify and utilize internal reserves. The organization of this work is what determined the degree of fulfillment of plans (ceilings) for number of workers and employees in enterprises and associations subordinate to them.

In the ministries and departments which have above-ceiling numbers, the share of enterprises that do not fulfill their plans for labor productivity reaches one-third of the total number of enterprises. It may be concluded that the ministries are incapable not only of bringing the number of workers and employees within the established ceiling, but even of decreasing the number in the future.

Ceilings on number of workers and employees must be closely coordinated with planned indicators of labor productivity. Indeed, the number of working people necessary to fulfill production plans is a derivative quantity from the level of labor productivity. If the volume of production and level of labor productivity envisioned reflect internal capacities fairly accurately, realization of the plan of organizational-technical measures ultimately makes it possible to insure that the number of working persons in fact matches the necessary number.

In this area there is an established procedure according to which the managers of enterprises and associations lose part (up to 50 percent) of their rewards for annual work results where the number of workers and employees is above the ceiling.

The issues of improving the system of wage payments and material stimulation to working people to raise labor productivity and work quality occupy a special place in the overall system of measures envisioned by the decree on improving the economic mechanism.

Long-term standards of wages per ruble of output are ratified for the industrial ministries, associations, and enterprises in the five-year plans of economic and social development (with breakdowns by years). Universal application of this standard for forming the wage payment fund is expected to correlate it with the results of work and thus intensify its role in achieving optimal final results in production and economic activity by enterprises and to encourage collectives to use production reserves as fully as possible and work with smaller numbers of workers and employees. The wages fund should be an active lever for planned regulation and stimulation in improving production indicators.

Eighteen ministries switched to the normative methods of planning wages in 1981. But proper conditions for introduction of the normative method of planning the wages fund have not yet been established. Methodological work must be completed. At the present time, of course, the general procedure for determining long-term norms of wages per ruble of output, that is, general principles of normative planning, has been ratified. Specific methods of determining norms that encourage construction of rational systems of labor organization, norms, and payment will be worked out for production associations and enterprises on the basis of these general principles.

It is not essential to establish norms for all industrial production personnel; rather they can be differentiated by particular groups depending on change in production volume. The methodology developed by NIItrud [Scientific Research Institute of Labor] envisions such a differentiation of norms. It can be used as the basis for development of sectorial methodologies for normative planning of the wages fund.

The amount of capital due to enterprises to pay wages should, apparently, be made dependent not on the total volume of output produced, as is done at the present time, but rather on fulfillment of the plan for delivery in accordance with contracts, using for this purpose the mechanism of bank control when issuing capital for wages to enterprises. This should be reflected in the appropriate normative act.

Increasing attention is being given to questions of the formation and use of economic stimulation funds. The principles of formation of incentive funds set forth in the decree on improving the economic mechanism and in the normative documents adopted following it are a result of a creative search for ways to raise the efficiency of the fund-formation mechanism during the last two five-year plans. The goal here is to intensify stimulation to achieve indicators that characterize the final results of production and to encourage the adoption of stepped-up and counter plans, especially for qualitative aspects.

Unlike the procedure that operated earlier for formation of the material incentive fund, in the 11th Five-Year Plan stable norms established for each

enterprise depending on growth in labor productivity and increasing production of output in the highest quality category are to be used. The material incentive fund can be formed, taking into account specific features of the sector, by such indicators as economy of material resources, increase in output-capital ratio, and the like. The total of the material incentive fund for 1981 is planned by established norms, usually as a percentage of profit, and by the fund-formation indicators in the plan for this year (and not in comparison with average growth rates, as was the case in 1976-1980).

Eighteen of the 30 industrial enterprises should use indicators of growth and labor productivity and proportion of output in the highest quality category; a sectorial fund-formation methodology has been ratified for four ministries. Growth in the volume of production of output has been established as the fund-formation indicator for 13 ministries.

This kind of combination of fund-formation indicators (growth in labor productivity and growth in production volume) is wise, we feel, in the raw material and extracting sectors in which growth in production of output must be stimulated not only by raising labor productivity but also by increasing the number of persons employed. A number of machine building ministries are also classified with this group of ministries.

The ministries and departments can establish other fund-formation indicators for particular subsectors, associations, and enterprises taking into account special features of their work. Among these other indicators might be savings of material resources, raising the output-capital ratio and shift coefficient, level of profitability, and the like. In sectors where the indicator of output quality cannot be used, reduction of expenditures per ruble of output is the fund-formation indicator. Changes in this indicator are reflected to a significant extent in the indicator of profit and are taken into account in forming the material incentive fund because the deduction norms are set as percentages of profit. For this reason it seems advisable for these enterprises to expand the range of fund-formation indicators used and consider, along with decrease in the prime cost of output, other, more important indicators for the given enterprises, including reducing the expenditure of raw and processed materials.

The use of norms calculated as percentages of the wages fund is envisioned as an exception for a number of industrial sectors. This makes it possible in these sectors to use uniform sectorial norms, as was done in the 10th Five-Year Plan. This refers to the USSR Ministry of Food Industry, the USSR Ministry of Meat and Dairy Industry, the USSR Ministry of Fishing, certain associations and enterprises of the USSR Ministry of Light Industry, and several machine building ministries.

As already observed, liberating workers and employees from existing plants and factories is becoming an important source of labor force for fast-developing economic sectors and newly constructed enterprises in the current phase. Meanwhile, the procedure for forming material incentive funds and other conditions of enterprise development have not promoted intensification of production and liberation of labor force.

Ways to overcome this discrepancy were found during implementation of the economic experiment which began in 1967 at the Shchokino Chemical Combine (today known as the Shchokino Azot Association). According to the conditions of the experiment, the combine was given assignments for increasing production volume and a stable wages fund was established. The collective of the combine took on the obligation of liberating part of its personnel and increasing the production of output entirely through growth in labor productivity. The combine was given the right to use the wage fund savings received by liberating part of personnel for supplementary payments to workers and employees for combining occupations, enlarging service zones, and increasing the volume of work done. Thus, the conditions of the experiment made it possible to give the collective a more direct material interest in growth in labor productivity, liberating part of plant personnel, and savings of the wages fund.

The experiment at the Shchokino Chemical Combine confirmed the unconditionally high efficiency of the new method. In 10 years production volume rose more than three times, labor productivity increased more than four times, profitability almost doubled, but the number of production personnel declined by 1,800, which was almost 25 percent.

These high economic indicators enabled the combine to increase deductions to the cost accounting fund and this capital was used to build many residential buildings, children's preschool institutions, and two preventive health clinics and to improve everyday services and public catering significantly.

The educational and vocational level of members of the collective rose. The average level of general education of persons employed at the combine rose from 8.5 to almost 10 years. More than 4,000 persons mastered related occupations. All engineering-technical personnel raised their qualifications.

By the 10th Five-Year Plan the Shchokino method was no longer an experiment. It was employed by some 1,000 industrial enterprises in the country in many sectors of material production and the nonproduction sphere.

The Shchokino method was shaped into a comprehensive system of planning, labor organization, and material stimulation. This system has three essential features.

In the first place, a great deal of preparatory work is done at enterprises where the Shchokino method is being introduced. Medium-range plans are worked out for consistent implementation of organizational-technical measures. They outline significant revisions of the established organization of labor and production management, and improvement in the labor norm system, refinement of production machinery and technology, extensive combining of occupations, enlargement of service zones and the scope of jobs, raising the qualifications of workers and employees, and training them in second occupations. On this basis the enterprises take on additional obligations for raising labor productivity and liberating personnel in comparison with assignments envisioned in the annual and five-year plans.

In the second place, the implementation of organizational-technical measures is backed up by measures of material incentive and stimulation for growth in labor productivity by payment of bonuses and by setting up special forms of incentive for savings of the wages fund owing to reducing the number of personnel. First of all, supplementary payments to wage rates and salaries are established for combining occupations, enlarging service zones, and increasing the volume of work done compared to established labor norms. In addition, supplementary payments for overfulfillment of plan assignments for raising labor productivity and one-time incentive payments for taking organizational-technical steps to raise labor productivity are instituted.

In the third place, the wages fund or wage norms per unit of output volume for enterprises are established for a number of years in the future, in most cases for the years of the five-year plan. The wages fund savings received by raising labor productivity and reducing number of personnel is used for material incentive to the personnel.

The efficiency of the Shchokino method has been tested by the actual work of many enterprises in different sectors of industry. According to the figures from a sample survey of 326 industrial enterprises made by the USSR Central Statistical Administration, these enterprises liberated 47,400 persons or 4.5 percent of all personnel. The enterprises working on the Shchokino method achieved 91.7 percent of growth in output through raising labor productivity, whereas this indicator for industry on the average was 80.5 percent.

The higher earnings of workers and employees where plan assignments were fulfilled with fewer personnel correspond to higher production indicators for the work. On the average at the enterprises surveyed, 6.6 percent of the personnel receive wage (salary) supplements. At many enterprises where high indicators for liberation of personnel were achieved, the proportion of persons who received supplementary payment exceeded 20 percent. The average size of supplementary payment for combining occupations, enlarging service zones, and increasing the volume of work done was 7.8 percent of average monthly wages at the enterprises surveyed.

In 1978 the USSR State Committee for Labor and Social Problems, USSR Gosplan, the USSR Ministry of Finance, and the AUCCTU approved a new procedure for using the Shchokino method at enterprises of the production sectors of the economy in order to disseminate the practices of the Shchokino Chemical Combine further and provide greater material stimulation for personnel who achieve accelerated growth in labor productivity and liberation of personnel. The high efficiency of the method, which was demonstrated during the period of experimental testing, allowed a significant streamlining of the procedure for introducing it by giving the administration the right to decide on its own to switch to the comprehensive system of labor organization, material stimulation, and planning.

The methods of planning production and organizing and stimulating labor which were tested during the Shchokino experiment are finding increasing application in national economic practice. According to the decree of the CPSU Central

Committee and USSR Council of Ministers entitled "Improving Planning and Strengthening the Impact of the Economic Mechanism on Raising Production Efficiency and Work Quality," production associations and enterprises are given the right to use savings in the wages fund to pay wage supplements of up to 50 percent of the wage rate to workers for combining occupations and fulfilling the assigned volume of work with fewer personnel; skilled workers employed in particularly important jobs and demonstrating high professional skill can receive supplements of 4.8 and 12 percent of the wage rate; engineering-technical personnel can receive supplements of up to 30-50 percent of their salary for high qualifications. As is also done under the Shchokino method, production associations and enterprises transfer the unused wages fund savings at the end of the year to the material incentive fund.

The use of the Shchokino method is having a large impact on mobility of the labor force. Worker transience is declining. At the Shchokino Chemical Combine itself transience went down from 16.6 to 10.2 percent in the first year of work under the experimental conditions. At the Volgomebel'drevprom [Volga Furniture and Wood Industry] Association the transience figure dropped from 23.4 to 9.2 percent in two years, while at the Saratov Industrial Glass Plant it went from 20.7 to 7.5 percent. A number of factors explain the decline in frequency of discharges at the personnel's own wish when enterprises switch to work on the Shchokino method. The main thing is that workers are pleased to work under the new conditions. At the same time, it is important that the hiring of new workers is curtailed (or completely stopped) because vacant jobs are eliminated through the processes of combining occupations, enlarging service zones, and other measures. This sharply reduces transience because it is precisely the newcomers who are the least stable contingent and make up the bulk of those discharged at their own wish.

Work on the Shchokino method also facilitates a decrease in potential transience. Steps in the areas of improving the organization of labor, material stimulation, and the working and everyday conditions of personnel, of course, forestall discharge from the enterprise.

Thus, the spread of the Shchokino method promotes a reduction in losses related to worker transience and provides a significant savings of live labor.

The Shchokino method operates as a factor to intensify the vocational and skills development of workers. Work under the new conditions demands a significant rise in the level of skills of the labor collective. At all enterprises the switch to work on the Shchokino method is accompanied by substantial expansion of worker training in second occupations. For example, during the first year of work at the Kremenchug Automotive Plant the number of trainees in second occupations rose from 87 to 570 workers. At the Furmanov Spinning and Weaving Factory the number of personnel who raised their qualifications increased by roughly 50 percent.

The level of organization of interplant, intersectorial, and territorial mobility of the labor force is rising. Every enterprise preparing to make the transition sets up commissions that work on job placement for the personnel being released. The commissions familiarize themselves with the workers and

employees whose jobs are to be eliminated, clarify their intentions, and propose various alternatives for job placement that take into account the capabilities and wishes of the personnel. This restricts spontaneity in the movement of the liberated personnel and most of the shifts are directed into organized forms of redistribution of labor force. At the Shchokino Chemical Combine, for example, 408 of the 805 liberated workers were transferred to open jobs within the combine, 169 were transferred to the chemical fiber plant, 16 were transferred to other organizations, and 72 went to school or into the Soviet Army. Just 117 persons, that is less than 15 percent of those liberated, were discharged at their own wish, and this includes those with personal reasons. The experience of the Shchokino Chemical Combine illustrates that more careful preparation is required to solve the problems of job placement for engineers being liberated because many of them have narrow specializations. Obviously, the labor agencies, which have information on vacant jobs, must give the enterprises considerable help in this.

The brigade form of labor organization and stimulation can play a significant role in savings of live labor.

According to the decree of the CPSU Central Committee and USSR Council of Ministers entitled "Improving Planning and Strengthening the Impact of the Economic Mechanism on Raising Production Efficiency and Work Quality," this form of labor organization and stimulation should become the primary form in the 11th Five-Year Plan. On 1 August 1980 the brigade form covered 48.6 percent of workers in all industry. This form has been most widely introduced in ferrous metallurgy (61.5 percent), the food industry (60.9 percent), power machine building (58.2 percent), and the paper industry (58.1 percent). More than half of all workers are organized in brigades at enterprises of the timber, automotive, light, and meat and dairy industries, heavy machine building, the building materials industry, and fishing. In these sectors the use of brigade labor organization usually follows from the nature of technological and production processes. But the brigade form of labor organization should also be introduced in places where the traditional individual forms of labor organization (lathe, welding jobs, and the like) have been used until recently.

What does the brigade form of labor organization and stimulation provide? There are several benefits: a significant increase in workers who master related occupations; an increase in the qualifications of workers, especially young workers; stronger labor and production discipline; and improvement in planning and production management. This results in the creation of definite conditions for raising the labor productivity of each worker and employee and therefore also of the brigades, collectives, shops, and enterprises. Moreover, the brigade form of labor organization and stimulation promotes the establishment of a good microclimate in labor collectives and resolving numerous social problems related to instilling high ethical qualities, a creative attitude toward labor, mutual help and accountability of each individual to the others, stronger labor discipline, and the like.

With the transition to the brigade form of labor organization and stimulation higher requirements are made for the process of setting norms. The number and

vocational-skills composition of workers in the brigades are calculated and the results of work by the brigade as a whole and the contribution of each worker are evaluated on the basis of sectorial and intersectorial norms. For this reason, leading enterprises using the brigade form of labor organization and stimulation establish technically substantiated by-operation norms for all jobs and composite norms are calculated on their basis taking into account the advantages of brigade organization. At the same time some enterprises establish a composite norm without the corresponding calculation, using the level of labor productivity actually achieved as the basis.

The findings of the survey testify to great diversity in forms of labor payment in the brigades. The principal objective is to see that the system of labor payment to workers with brigade organization combines an interest in final results with an increase in the contribution of each worker to achieving these results.

Three large groups of sectors can be identified by types of brigade labor payment. The first group is the mining sectors, continuous equipment processes in the chemical industry, the production of output on automatic lines and units, and other jobs in which each member of the brigade performs definite, fixed functions and the results of the labor of all brigade members are common. In this case payment by uniform schedule-orders is customary with distribution of total earnings in conformity with wage schedules and time worked.

The second group is represented by the textile, garment, and footwear industry where each worker performs definite operations. In this case individual piece-rates for final output produced by the brigade predominate. The sizes of the bonus are established with due regard for the work results of the brigade as a whole.

The third group includes chiefly machine building, where wages are figured according to the final results of the work of the brigade and the total amount earned is distributed by means of a labor participation factor.

In December 1980 the USSR State Committee for Labor and Social Problems and the AUCCTU ratified the decree "Model Statute on the Production Brigade, Brigade Leader, Brigade Council, and Council of Brigade Leaders." The Statute notes that the development and broadening application of the brigade form of labor organization and stimulation should follow two paths: further refinement of brigade organization of labor in the sectors and production areas where it is predominant and traditional, and the establishment of brigades in those sectors and areas where individual organization of labor is employed.

The brigade must be assigned a definite volume of work to produce the finished product or a part of it (machine assembly, set of parts, and the like), and evaluation and labor payment for the brigade should be done according to the final product. This will intensify the common interest and accountability for the efficiency of collective labor. The final product of the labor of the brigade becomes the planning, accounting, and payment unit instead of the product of the worker's individual labor. This requires major work to restructure the

organization of labor, the process of setting norms and determining payments, and planning and accounting.

The organizational form of the brigade and its composition by numbers and vocations and skills are determined by the content and complexity of the production process and the labor-intensiveness of the work, which is established on the basis of intersectorial, sectorial, and other progressive labor norms, the requirements of scientific organization of labor and production, the technical and organizational means employed, and other factors. Brigades may be either specialized or comprehensive.

The Model Statute defines the internal organization of brigade work, the system of planning, the procedure for switching to cost accounting, labor payment, the principal rights and duties of the brigade leader, council of the production brigade, and the council of brigade leaders, and its functions. The Scientific Research Institute of Labor has now prepared methodological foundations for the brigade form of labor organization and stimulation in industry.

The economic mechanism of the developed socialist society plays a decisive role in achieving balance between the number of jobs and available labor resources.

During the last two five-year plans, as economists observe, the number of vacant work positions (jobs) has increased because the growth in fixed capital has greatly exceeded the growth in number of persons employed in the economy. According to the estimate of the Scientific Research Institute of Economics of USSR Gosplan, more than 2 million new jobs for which labor resources were not fully available were created in industry alone in 1971-1975, while in 1976-1978 another million opened up [4]. It is obvious that such a situation did not at all facilitate rationalization of labor mobility.

The 26th Congress of the CPSU posed the challenge of "taking steps to see that existing and newly created jobs balance with labor resources" [2, p 141]. Meeting this challenge, which is one of the principal objectives of economic and social development of the country in 1981-1985, should be accomplished by improving national economic planning.

The 12 July 1979 decree of the CPSU Central Committee and USSR Council of Ministers stipulated that during development of the basic directions of economic and social development for the decade and in five-year and annual plans, USSR Gosplan will compile balances of labor resources for the USSR and the Union republics and envision steps to provide labor force for the national economy.

Beginning with the five-year plan five-year and annual balances of labor resources will be developed not only for the republics, krays, and oblasts, but also by cities and (in the RSFSR) by economic regions as well.

The USSR State Committee for Labor and Social Problems and its local agencies are taking a greater part in strengthening planning in the distribution and redistribution of labor force.

The process of refining the economic mechanism aims particularly at overcoming the existing conflict between the sectorial and regional aspects of planning. Labor resources are, of course, "tied" to a certain territory, but change in the basic set of jobs (spheres of employment) in this territory is planned by various sectorial agencies which do not have information on the labor resource situation. For this reason the 12 July 1979 decree envisioned that ministries and departments would work out plans to provide labor force to subordinate associations (enterprises) jointly with local planning and labor agencies.

In 1981 this approach was further elaborated in the decree of the CPSU Central Committee, the Presidium of the USSR Supreme Soviet, and the USSR Council of Ministers entitled "Further Enhancing the Role of the Soviets of Peoples Deputies and Economic Development." This decree defined the procedure for getting the consent of local Soviets of Peoples Deputies to the indicators in the plans of associations, enterprises, and organizations subordinate to higher bodies with respect to the use of labor resources and a number of other areas. This was an important step toward making the plan of economic and social development in every city, oblast, and republic a uniform, comprehensive plan balanced with respect to all types of resources, including labor resources.

Moscow has accumulated useful experience with working out and implementing such plans. Beginning in 1975 the city planning commission, based on proposals from ministries, departments, and systems of the city executive committee, has worked out a plan that covers all the enterprises and organizations of the city. This makes it possible to prevent ministries and departments from constantly increasing the number of personnel at their Moscow enterprises and organizations. If all their proposals had been adopted, in 1980, for example, the number of working persons would have increased by more than 200,000; the ratified plan, however, put this growth at about 60,000.

In conclusion we would like to discuss another important component part of the economic mechanism at the enterprise level, one which creates the organizational prerequisites for continuous development and refinement of labor force simultaneously with complete satisfaction of production needs for labor resources of different skill levels.

The economic and sociological literature has observed a number of times that there is a growing conflict between the steadily rising educational level of the working people and, corresponding to it, the constant increase in their wants and needs with respect to the content and conditions of labor, on the one hand, and the continuing need for lowly-skilled manual, sometimes heavy physical labor in many sectors of production. This conflict is resolved not only by gradually raising the technical level of production, but also by introducing a system of vocational-skills advancement at enterprises. The material foundation of this is differentiation of jobs from the standpoint of attractiveness to personnel.

Each work position, as the sphere of employment of one person, has a set of features which reflect its uniqueness: the complexity and meaningfulness of the labor, its level of mechanization, working conditions, the work schedule,

level of wages, benefits and privileges established for personnel in this job, and so on.

A specific evaluation of each work position is developed on the basis of this set of features. These evaluations have a significant impact on the vocational-skills mobility of personnel of the enterprise and association within the framework of the given hierarchical system of jobs.

This mobility can and must be organized. Organizing this process fulfills two basic economic and social functions: (1) it insures that all jobs at the enterprise will be filled by personnel with appropriate qualifications and thus shapes the personal factor of production; (2) it satisfies the need of personnel for vocational-skills growth, guaranteeing periodic transfers by jobs in conformity with knowledge and skills acquired. This promotes a rise in the level of personnel satisfaction with their labor, growth in labor activism, stabilization of regular workers, improvement in the quality of labor, and development of the individual.

Speaking in the words of V. I. Lenin, the objective of the advancement system is to "put every capable worker in conditions where his capabilities can receive full development and full application" [1].

The system of vocational-skills advancement of workers functions in its most elaborate form at the Volga Automotive Plant. They have clearly defined the stages of advancement for workers with different levels of general educational and vocational training and established rules for selecting candidates for advancement taking into account their labor activism and time of service at the plant in general, including time of work in the specialization and so on. An important principle of organization of the advancement system is to fill jobs involving complex labor, as a rule, from persons holding jobs at the enterprise itself who have the required time of service in the common occupations and have gone through appropriate training. Worker advancement is planned by the year and the five-year period.

The functioning of the advancement system of the Volga Automotive Plant in the 10th Five-Year Plan enabled them to transfer about 11,000 persons to jobs requiring more skilled labor and to promote almost 2,000 workers to brigade leader positions, while more than 3,000 persons began performing the duties of engineering-technical personnel.

Broad introduction of similar systems at industrial enterprises will make it possible to raise the level of planning for the process of vocational-skills mobility of the labor force, and this is an important condition for successfully solving a number of pressing economic and social problems of the development of socialist society.

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DEMOGRAPHY

LIFE IN CITY AND COUNTRYSIDE COMPARED

Vilnius SOVETSKAYA LITVA in Russian 31 Jan 82 p 4

[Article by L. Voskresenskiy: "City and Village: The Quality of Life Is Equal"]

[Text] Where to live -- in the city or the village? Many millions of people in the country are posing this question, and more than 4.5 million people annually set out on a journey from the village to the city or from the city to a village when they have made their choice and decided.

Changing one's living surroundings is a matter no less risky and psychologically difficult than, for example, changing one's profession or settling down as a married man. Essentially a man is making a sharp change in his personal fate. In the final analysis, the fate of the country also depends to no small degree on these individual and particularly personal decisions taken in toto.

A second demographic slump, which has arisen as a result of the events of the Forties, is now taking place. It is known that the victory over German fascism was achieved by our people at a great cost -- 20 million human lives. The birth rate fell during the Forties, and the influx of people, who were entering into active life, decreased correspondingly by the end of the Seventies. The reduction in the influx of labor resources is one of the factors which is complicating the present economic development of the country. Industry and construction -- in a word, the urban sphere of labor -- is experiencing an ever sharper need for working hands. The village has actually become the only source for replenishing the urban contingent of workers. However, the village also needs working hands.

What The Statistics Say

The population of the USSR reached 267.7 million people on 1 July 1981, about 98 million of them were rural inhabitants. The agricultural population, that is, those working on kolkhozes and sovkhozes together with their dependents, children,

pensioners, etc., is 63.7 million people. More than 24 million people are directly engaged in agricultural production.

Ten years ago the proportion of urban and rural population looked differently: 243.9 million (USSR as a whole) composed of 138.8 (urban) and 105.1 (village).

As we see, the rural population is actually decreasing, but not because its natural growth is decreasing. As a rule the birthrate in villages is higher than in a city, the death rate in both is identical, and the life expectancy of rural inhabitants -- in any case -- is no less than in the cities. The decrease in the rural population is the result of migration.

During the Seventies, almost 3.1 million people migrated annually from the villages to the city; there was a counterflow of approximately 1.5 million. Thus, the annual migration balance was 1.6 million people.

As a result, the rural population decreased by seven million people during the ten years despite an active natural growth, and the contingent of those engaged in the economy's agricultural sector decreased by a million workers.

Scientific and technical progress and the increase in labor productivity in the rural economy (by 15 percent during 1976 - 1980) has compensated the village for the losses in manpower. However, has it done so fully?

Speaking generally, the decrease in the contingent of those engaged in the rural economy with the simultaneous growth in productivity is an indicator of the intensity of the country's development. The Soviet Union has still not achieved those proportions in the distribution of manpower between branches, which are typical of countries with a highly developed industry and agriculture; and therefore, the migration from the village to the city is a justified and natural phenomenon.

The Geography of Demographics

The density of the rural population in various republics is extremely different. For example, it reaches 150-200 people per square kilometer on the oases of Central Asia, 70 in fruitful and warm Moldavia, 20 - 30 in the Ukraine and Belorussia, 10 -20 in the Baltic republics, and 3-5 people in the livable zones of Siberia and the Far East.

The rates of natural increase of the rural population are just as unequal. For example, a rural family having three - four children is considered a large family in the Ukraine or in Russia, but six - seven children is a normal phenomenon in an Uzbek family.

From a demographic respect, the most satisfactory regions of the country are Estonia, Latvia, a large part of the Ukraine, Moldavia, the European south of the Russian Federation (the steppes along the banks of the Kuban', Don and Terek), the Transcaucasus, the southern part of Kazakhstan, and also the environs of such large cities as Moscow, Leningrad or Alma-Ata. The villages in these areas, in

giving up part of their inhabitants to the city, have compensated almost completely for the losses in manpower at the expense of other regions. Here and there, the number of rural inhabitants is decreasing; but here and there it is even growing -- however, within permissible limits.

What Does the Migration Barometer Show?

An analysis of the migration processes during the second half of the Seventies when compared with those during the first half shows that the situation on the whole is beginning to change for the better.

Favorable changes are being observed in the Nonchernozem Zone of the RSFSR. After the state special purpose program for the complete development of this region's agriculture began to be implemented, the absolute outflow of the rural population was diminished and the percentage of migration losses was reduced in each of the 29 administrative oblasts and autonomous republics of the Russian Nonchernozem Zone.

During the middle of the Seventies the number of those arriving in Siberia exceeded the number of those leaving. The situation in the Siberian village improved.

The outflow of people from Belorussia has been sharply decreased. Arrivals exceed the departures of people from Central Asia.

Finally, the intensity of the outflow from villages has been considerably lessened for the country as a whole, although it has not been reduced to the optimum level.

As we see, the changes have affected the most vulnerable -- from a demographic viewpoint -- regions. Although it is impossible to think that the migration processes in Central Asia, in some rayon of Siberia and Kazakhstan and especially in the Chernozem area of the RSFSR have been completely normalized.

Nevertheless, it is possible to state that the evidence of the migration barometer unequivocally testifies to the correctness of the policy which the Soviet state is following in the village.

The Bringing Together of Work and Living Conditions

Soviet agrarian policy provides for two interconnected goals: The growth in the productivity and -- at the same time -- an increase in the standard of living of the rural population.

The incomes of rural inhabitants have sharply increased recently, especially after March 1965 when the program for the intensification of agriculture was put into operation. However, it is not only a matter of the size of earnings. The main thing is that the quality of life in rural areas is drawing near to urban standards.

This was reflected in the "Basic Directions of the Social Economic Development of the Country During the Eighties," which were adopted by the 26th CPSU Congress, and in the Five -year plan for the years 1981 - 1985.

For example, the volume of sales of personal services will increase approximately 1.4 - 1.5 -fold for the country as a whole; however, higher volumes are being provided for in rural areas.

The program for housing construction is extensive (to construct housing with an overall area of 530 - 540 million square meters); however, workers in newly created enterprises and the inhabitants of areas, which are being developed, and of rural areas must be provided with housing first. The opportunities for the individual construction of dwelling houses are being expanded in the village.

A lot of attention is being devoted to expanding the rural population's facilities with various types of transportation.

One of the most important reserves for the growth of the Soviet economy during the Eighties is the economic, rational and effective use of all existing resources: Labor, fixed capital, fuel, raw materials, and the output of the fields and farms. It is no secret that we must now economize literally in everything. In particular, the state no longer has the capability of increasing the proportion of investments in the agrarian sphere (they have reached 27 percent of the investments in all the branches of the national economy). However, in trying to achieve a policy of savings, the state does not consider it possible to economize on expenditures which have the goal of raising the quality of the rural population's life.

In carrying out the policy to draw living and work conditions in the village and the city closer together, our state is searching for ways to regulate internal migration and to optimize the distribution of manpower between the branches of the national economy without damaging any one of them.

This is one of the clear examples of using the social factors of economic growth in the practices of the Eighties.

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